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Much is being accomplished in some rural communities through private and public recreation agencies, but more needs to be done. Counties are an important factor in rural recreation because in many cases they are the only units with enough people and tax resources to provide a variety of recreational services. However, many counties trying to help rural youth have serious fiscal and administrative problems. States are not playing the important role they should. The Federal government has begun to provide leadership, counsel, and financial aid. In 1963 the Recreation Advisory Council endorsed the creation of a system of national recreation areas and set selection criteria. A Land and Water Conservation Fund Bill promotes outdoor recreation opportunities. A Federal Land Policy permits State and local governments to lease new parks or recreation areas from the Federal government. The Housing Act of 1961 promotes the acquisition of permanent open space land for park and recreation purposes. The Bureau of Outdoor Recreation coordinates Federal outdoor recreation activities. The Department of Agriculture, in trying to create new economic opportunity and to update wasteful and outmoded patterns of farm use in rural America, is giving an important role to recreational facilities.

Recommendations are made for local studies to determine status of and need for recreation in the rural community; for pilot projects to show what can be done with rural resources; and for the cooperation of private enterprise and all levels of government to provide more recreational land, services, and leadership for rural youth.

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RECREATION PROBLEMS OF RURAL YOUTH IN A CHANGING ENVIRONMENT

by

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U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
Office of Education

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RECREATION PROBLEMS OF RURAL YOUTH

IN A CHANGING ENVIRONMENT

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Prepared for

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in a Changing Environment

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RECREATION PROBLEMS OF RURAL YOUTH IN A CHANGING ENVIRONMENT

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ABSTRACT

Whether they continue to live on farms, reside in rural areas, or emigrate to the urban centers of the Nation, the rural youth of America will face recreation problems caused by an expanding free time and inadequate opportunities for the best and most satisfying use of that time.

Our rural youth who are emigrating in ever increasing numbers to our big cities have not been prepared to participate in the urban types of recreation programs available to them. The recreation skills of those who have left the farm but are still in rural settings do not match the urban opportunities reaching out to them. Those still on the farms are getting urban recreation ideas through the mass media without finding local opportunities of expressing them.

Some rural communities are already accomplishing a great deal through private and public recreation agencies, but a great deal more needs to be done. Counties are beginning to give attention to the recreation needs of their rural youth, but they are encountering serious fiscal and administrative problems. The states are not yet playing the pivotal role they should in the field of recreation. Only recently has the Federal Government, particularly with reference to outdoor recreation through the newly created Bureau of Outdoor Recreation and generally through the U. S. Department of Agriculture, begun to provide the leadership, counsel and financial assistance needed to bring rural recreation up to a par with urban recreation.

There is no simple clear-cut solution or even a generally applicable answer to the recreation problems of our rural youth. What is clear, however, is the vital importance of turning the Nation's attention to the recreation need of our rural youth, lest these needs be overshadowed by the other equally real and pressing needs of rural America.

Since recreation is such a large and many-sided problem, it must follow that many must be involved in its solution. Thoughtful studies must be made in many localities to determine the present status of rural recreation and the recreation needs of rural youth. Pilot projects need to be developed to show what can be done with rural resources; with the leadership and joint efforts of young people themselves; with the development of programs that include recreation as service, as creativity, as intellectual expression, as well as simple physical activity.

There is in every community -- large or small, rural as well as urban -- a group of leaders who, confronted with a significant community problem, will be eager to do something about it. There is also in every community a reservoir of widespread citizen concern and support for efforts to remedy undesirable situations.

Private enterprise -- whether it be the private enterprise of the farmer who turns his unused land into a profitable campsite, of the businessman who opens up a recreation center in a rural area, of a nonprofit group concerned with youth -- private enterprise and individual human leadership must, with governmental aid and assistance on the local, state and national levels, find solutions to the present recreation problems of rural youth in a changing environment.

RECREATION PROBLEMS OF RURAL YOUTH IN A CHANGING ENVIRONMENT

Joseph Prendergast
Executive Director
National Recreation Association

INTRODUCTION

There are now over 22 million young people under the age of 20 years in rural America.

Whether they continue to live on farms, reside in rural areas, or emigrate to the urban centers of the Nation, they will have to solve the recreation problems as well as the many other problems which are facing them in a changing environment.

And the recreation problems they face are the same problems their peers are facing in urban America--problems caused by an expanding free time and inadequate opportunities for the best and most satisfying use of that time.

Recreation, that is, the creative use of one's free time, is as important in the rural as in the urban areas of our Nation, and it is as important for the well adjusted as it is for the maladjusted youth. Recreation can help every individual to develop himself to the fullest extent--physically, mentally, morally, socially, and spiritually.

Neither the rural youth of America, nor their parents, are working the dawn-to-dusk, seven-day-a-week, twelve-month-a-year stretch any more. Rural youth, the same as urban youth, are spending more years in school, have less to do after school hours, are starting full-time work later in life and are working fewer hours in a year than earlier generations.

Our agricultural economy will continue to produce more farm products with fewer and fewer workers in the years ahead. There will, therefore, be fewer rural youth with less work than at present on farms and more rural youth in nonfarm and urban areas, also with less work to do, than ever before. Furthermore, the environment of all our youth--rural and urban--will continue to change and recreation will play a role of growing importance in the life of all.

THE RECREATION PROBLEMS OF RURAL YOUTH

Our Declaration of Independence states that "the pursuit of happiness" is one of the inalienable rights of all mankind. There is also a growing acceptance of the belief that opportunities for recreation are just as important as opportunities for education, worship, and work.

In the past 75 years, the American people through their own private individual and collective efforts and through the agencies of their government--

national, state and local--have gone a long way in developing a nationwide system of recreation areas, facilities, programs and services to meet the recreation needs of all the people. But the need for more and better recreation opportunities is growing faster than the supply available--both in quantity and quality. Not only are we failing to expand our recreation systems fast enough, we are even having difficulty in many areas of the country in maintaining the systems that our far-seeing forefathers provided.

Nowhere is the gap between demand and supply more apparent than when we look at the recreation problems of our rural youth, both those remaining in the rural areas and those moving to the urban centers. Nowhere is there greater need for bold and prompt action--action which must be taken at all levels, local, state and national, and by public and private interests alike.

Recreation programs have been most fully developed under urban community auspices, particularly by municipal, tax-supported recreation and park departments. The 1961 Recreation and Park Yearbook of the National Recreation Association contains reports from 2,678 local agencies concerned with recreation. These agencies reported 584,754 acres of parks, 18,403 playgrounds under leadership, 15,551 recreation buildings and indoor centers, 165,697 paid workers, 235,075 volunteer workers, operational expenditures for the last fiscal year of $357,493,034 and a capital expenditure for the previous five years of $438,944,413.

The very development of these urban recreation programs, however, creates a problem for rural youth who are emigrating in ever increasing numbers to our big cities. They have not been educated--and the word educated is used advisedly because education for leisure is now as important, and in the future will be more important, than education for work--to participate in such programs. Hunting, fishing, and roaming through wide-open spaces do not prepare youth for the narrow restricted quarters of the asphalt jungles. The games they knew are not the games of the sidewalks of our big cities. The mass attendance at dances and other social events is quite different from the small affairs at rural gatherings. The life of the city gang is not the life for the "loner" from the country.

Here is a need which the municipal recreation department and schools should meet by seeking out the rural youth newcomers to the urban neighborhood and helping them to adjust to the new types of recreation programs now available to them. The feeling of belonging is important to youth, whether they are of urban or rural background, and group recreation activities, teams, clubs, social activities of various kinds can help the rural stranger feel at ease in the overpowering town or city.

There is a similar, but not quite as severe, problem for the farm youth who has left the farm but is still in a rural setting. His recreation skills and needs will not necessarily match the recreation opportunities he finds around him, particularly since urban recreation programs are being carried into rural areas by the city people who are moving into rural nonfarm areas.

Even the youth on the farm or in rural nonfarm areas where housing developments, small industries, and former city dwellers have not yet penetrated, has similar recreation problems.

He may not be in an urban area but he is becoming familiar with urban recreation through radio, TV, national magazines and newspapers, and through more frequent trips to neighboring towns and cities. His recreation wants and needs are not what they used to be, and he is not finding the recreation opportunities he seeks.

COMMUNITY RECREATION PROGRAMS TODAY

Small rural communities can and have accomplished much in the field of recreation. In New Hampshire, for example, where the National Recreation Association has maintained a special representative for several years under a foundation grant, communities of only a few hundred people have learned to see their own recreation resources--to turn a deserted Grange Hall into a village community center; to develop a ski slope or a lake shore for their own use; to revive local crafts; bring young and old together for folk dancing and family camping.

In most rural areas, certain agencies and factors currently affect recreation, whether organized or not. Typical examples include the Farm Bureau, the Grange, the Farmers Union, work of citizen planning boards, churches, schools (including private schools), libraries, industries--especially forest-growing or water-using industry, wildlife refuges, camps, and the activities of such agencies as the 4-H, YMCA, YWCA, Knights of Columbus, Camp Fire Girls, Scouts, as well as conservation groups.

RECREATION AT THE COUNTY LEVEL

In discussing available services and patterns in recreation for rural youth, special attention should next be given to what is being done on the county level.

Recently the National Recreation Association asked its District Representatives, who cover the Nation, to indicate trends in county responsibility for recreation. The results show that such responsibility is clearly on the increase, with some exceptions. In New England, for example, counties are not a sizable factor in recreation administration. Connecticut recently eliminated counties altogether. But everywhere else, more and more counties are studying how they can best serve the recreation needs of all their citizens, and many of these needs spring from situations peculiar to rural residents.

In the decade from 1950 to 1960, the number of counties providing regular leadership and service in recreation doubled. There are now close to 300 county programs. While these vary considerably, it is possible to discern certain trends.

In California and Arizona, there is a marked preference for regional recreation-park facilities rather than local services. There are also some county and township park boards, for example, as that in Wayne County, Michigan.

Some counties in the South are helping to support municipal efforts which reach out into the rural areas of the county, thus offering services to rural young people. Muscogee County, Georgia, for example, contributes $18,000 to

the Columbus Recreation Department which in turn provides countywide services. There are many other examples of good county recreation and park programs, such as Muskegon County, Michigan; Huron-Clinton Authority (a five-county plan in Michigan); Merced, Kern, San Mateo, and Los Angeles Counties in California; and Logan County, Colorado.

As indicated, these plans vary considerable. In one New Jersey county, the sole use of county funds allocated to recreation was to pay the salaries of trained leaders in local recreation centers. In a midwest county, the only county recreation service was provision of facilities for, and the regulation of, fishing.

Some counties have felt that they could best meet countywide needs by advising and assisting local groups rather than by operating programs. Some counties not only provide parks and other recreation facilities that serve the entire county but conduct a variety of countywide sports, cultural, and service programs.

There seems to be one basic reason why counties are such an important factor in rural recreation. In many cases the county is the only unit with sufficient population and tax resources to provide a wide variety of recreation services. Many recreation resources, including even the salary of a qualified leader, may be beyond the means of a single rural community and might be wasteful even if attempted.

Fortunately, counties in most states have statutory powers to acquire parks and, in many cases, to finance recreation programs. The first step for any county should be to investigate the recreation-related powers it possesses.

As an example of a large county, take Kern County, California, population 292,000, area 8,170 square miles (somewhat larger than the State of New Jersey). The Recreation Department there administers 42 "area" parks located in virtually every community in the county and designed to meet the specific needs of local people. There are also 12 "general" parks scattered throughout the county providing camping facilities, ski lifts, golf, barbecues, fishing, ball games, children's play, archery, riding, plus a zoo, a midget race track, and other attractions.

At the other extreme is Cameron County, Pennsylvania, population 7,586, area 401 square miles. Here, a local civic club enlisted the interest of other citizens and of the Emporia Foundation and created a broad recreation program for all the people of the county under a full-time, year-round director of recreation, but without any financial support from tax funds. The Foundation is a nonprofit perpetual organization whose purpose is to promote the physical and mental welfare of the public by establishing, maintaining or assisting public libraries, parks, playgrounds, and community buildings. All revenue is provided for the Foundation by contributions and gifts of land and money and by real estate investments. The County Department of Recreation is operated under a private advisory group called the Cameron County Recreation Board.

In Wayne County, North Carolina, population 82,059, area 555 square miles, a group of citizens interested in honoring the memory of those who died in

World War I created the Wayne County Memorial Community Building. Facilities include dormitories for servicemen, gymnasium, showers, swimming pool, reading, and writing rooms. The building also serves as headquarters for such organizations as the American Red Cross, Boy Scouts, and Community Chest. The building has been used by people throughout the county and is administered and financed on a county basis.

Cobb County, Georgia, population 114,174, area 348 square miles, offers an example of city, county, and Federal Government joining forces in erecting a large recreation building. The Federal contribution was $126,000; the county gave 46 acres of land and $36,000; and the city of Marietta gave $40,000. The city and county jointly operate the building and a 46-acre city-county park. While there are separate city and county recreation boards, the two share one year-round superintendent of recreation.

The 1961 Recreation and Park Yearbook of the National Recreation Association also contains reports from 290 county recreation agencies. They reported 430,707 acres of parks, 1,704 playgrounds under leadership, 1,419 recreation buildings and indoor recreation centers, 20,282 paid workers, 41,999 volunteer workers, operational expenditures for the last fiscal year of $56,762,704 and a capital expenditure for the previous five years of $127,583,214. A comparison of these county figures with the community figures given previously reveals how far behind the communities the counties are in the field of recreation.

If there are compelling reasons for counties to undertake county-wide recreation programs, there are also persuasive factors operating against such undertakings in many areas.

Many of these factors are administrative. In varying degrees, many city and county governments lack official powers to develop an effective organization or administrative plan of cooperation. Even where there is some sort of legislation, the relationship between city and county may be unclear. Can a county, for example, buy unincorporated land and provide countywide recreation services badly needed by rural folk from tax money of which, say 50 percent, is paid by the city, particularly if the county does not also underwrite similar expenses in the city?

But if the fiscal problems are ever present so, too, are human ones. Civic pride is a virtue but, carried too far, it can cause jealousy between towns or between town and city, city and county. Antagonisms thus engendered may destroy the prospect of fruitful cooperation before it is even begun.

Successful county programs are those that have assessed all factors, along with recreation needs of young and old alike, and have designed organizations and programs to meet or resolve all problems.

Where this has happened, we see remarkable examples of citizen action to meet human needs--instances which offer significant and encouraging clues to the enormous range of possibilities for recreation in rural America for rural youth.

SOME RECENT FEDERAL RECREATION LEGISLATION
AND EXECUTIVE POLICY DECISIONS WHICH WILL
BE HELPFUL IN SOLVING THE RECREATION PROBLEMS
OF RURAL YOUTH

Today the Federal Government is more concerned about recreation than ever before. Only if recent and proposed Federal executive policies and legislation are understood, supported and used will the recreation problems of rural youth be solved.

In 1958, an Outdoor Recreation Resources Review Commission was activated by the Congress of the United States to determine the outdoor recreation needs of the American people, to evaluate the status of outdoor recreation resources and to recommend measures for meeting present and future requirements.

The 15-member Commission included eight members of Congress and seven private citizens appointed by the President. After three years of study, conducted in close cooperation with the states, some 20 Federal agencies having recreation resource responsibilities, and a 25- member National Advisory Council made up of representatives of various recreation interests, the Commission submitted its report "Outdoor Recreation for America" to the President and to the Congress in January 1962.

The Commission stated: "The demand for outdoor recreation is surging. Whatever the measuring rod . . . visits to Federal and state recreation areas, number of fishing license holders, number of outdoor motors in use . . . it is clear that Americans are seeking the outdoor as never before. And this is only a foretaste of what is to come. Not only will there be many more people, they will want to do more and will have more money and time to do it with. By 2000, the population should double; the demand for recreation will triple."

The Commission also stated: "Leisure is the blessing and could be the curse of a progressive, successful civilization. The amount of leisure already at hand is enough to have made many Americans uneasy. Ours is a culture that has always been inclined to look upon idle time with some misgivings for reasons that trace to the Puritan tradition of industry, but which spring also from the historic and very practical need for hard work in the building of a nation. Certainly a substantial adjustment in perspective will be required as we move into a period in which the leisure available to all citizens may be greatly increased.

"In any event, most Americans face the prospect of more leisure time in the future and thus the challenge of using it for their own enrichment and development as individuals and as citizens. This is precisely the contribution that outdoor recreation can make. For at its best, outdoor activity--whether undertaken lightly or with the serious intent of the perfectionist--is essentially a 'renewing' experience--a refreshing change from the workaday world.

"Outdoor recreation also has cultural values that are essential to the health of the Nation. It is a part of the educational process that strengthens

men's minds as well as their bodies; that broadens their understanding of the laws of nature; that sharpens their appreciation of its manifold beauties; and that fortifies man's most precious possession--the spirit which gives life its meaning. These are the qualities which in the long run make a nation and its people truly great and which find strong nourishment in outdoor reaction."

Two of the Commission's major recommendations were: (1) that a Federal Bureau of Outdoor Recreation be established to coordinate outdoor recreation activities of the Federal Government and to cooperate with states and public and private local organizations and (2) that Federal funds be appropriated to assist the states in planning recreation resource conservation and development programs

In April 1962, the President established a Recreation Advisory Council made up of the Secretaries of Interior, Agriculture, Defense, Commerce, Health, Education and Welfare and the Administrator of the Housing and Home Finance Agency. In April 1963, the Council issued its Policy Circular No. 1 endorsing the establishment of a system of National Recreation Areas and setting criteria for selecting them throughout the Nation. The policy provides for Federal investment in areas primarily needed to satisfy outdoor recreation area demands as contrasted with other areas established primarily to preserve unique natural or historic resources, to develop or conserve public lands and forests, or to meet requirements for water resources development. The National Recreation Areas will augment present outdoor recreation areas, especially in localities where the recreation demand is not being met.

In April 1962, Secretary of the Interior, Stewart L. Udall, established a Bureau of Outdoor Recreation in the Department of the Interior. The seven main aspects to the Bureau's program are: (1) preparation on a continuing basis of a nationwide recreation plan; (2) development of technical and financial assistance programs with the states and their subdivisions; (3) coordination of Federal outdoor recreation programs; (4) completion of recreation resource surveys; (5) research in outdoor recreation; (6) outdoor recreation education and interpretation; and (7) miscellaneous projects in outdoor recreation.

In the preamble to Public Law 88-29 to promote the coordination and development of effective programs relating to outdoor recreation, the Congress of the United States declared "it to be desirable that all American people of present and future generations be assured adequate outdoor recreation resources, and that it is desirable for all levels of government and private interests to take prompt and coordinated action to the extent practicable without diminishing or affecting their respective powers and functions to conserve, develop and utilize such resources for the benefit and enjoyment of the American people."

There is now before both Houses of Congress a Land and Water Conservation Fund Bill which would authorize the most intensive effort in the Nation's history to promote nonurban outdoor recreation opportunities for the American people.

The key feature of the bill is a proposed authorization for a major program of Federal matching grants to state and local governments for outdoor recreation planning, acquisition of lands and access, and development of recreation facilities. Of great significance also is the fact that the bill would provide funds to finance necessary recreation land acquisitions by the Federal Government. The bill, if passed, could have a tremendous impact on state recreation planning, acquisition and development programs and on Federal acquisition programs.

In 1962, a new Federal Land Policy was adopted to permit State and local governments desiring to create new parks and recreation areas to purchase or lease such areas from the Federal Government. Lands managed by the Bureau of Land Management of the Department of the Interior may now be purchased for $2.50 an acre or leased for 25¢ an acre per year for such purposes. County and local governments may obtain up to 640 acres a year. States may acquire up to 6,400 acres for State parks involving not more than three sites. The public lands subject to this new policy are located mainly in the 11 Western States, but there are smaller acreages in Minnesota, Louisiana, Florida, Arkansas, Alabama, and Wisconsin.

The Omnibus Rivers, Harbors and Flood Control Act of 1962 authorized the Corps of Engineers to construct, maintain and operate public park and recreation facilities at water resource development projects under control of the Department of the Army; it also permits construction and operation of such facilities by local interests.

Public Law 87-714 signed September 28, 1962 permits public recreation use of Fish and Wildlife Conservation Areas to extent practicable and not inconsistent with the primary objectives for which such areas are established. It also authorizes acquisition of limited areas of land for recreation development adjacent to conservation areas, and authorizes appropriation of necessary funds to construct and maintain public recreation facilities.

The Water Pollution Act of 1961 provided for more effective program of water pollution control and authorizes grants to municipalities for development of sewage treatment methods and tended Federal enforcement powers to all navigable water rather than limiting this power to only interstate waters as provided in the old Act. This Act will have a positive affect on water sports and other recreation activities.

The Housing Act of 1961 authorized Federal grants to states and local public bodies to assist in the acquisition of permanent open space land for park and recreation purposes. The Act also provided for public facility loans to state or local government agency for construction of public facilities, including recreation facilities.

THE UNITED STATES DEPARTMENT OF AGRICULTURE AND ITS CONCERN FOR RURAL RECREATION

In November 1962, Secretary of Agriculture, Orville L. Freeman, announced the issuance of a series of directives mobilizing the full resources of the U. S. Department of Agriculture in a far-reaching attempt to create new

economic opportunity, update wasteful and out-moded patterns of farm use, infuse new vitality into rural America, and to make it a better place in which to live.

Recreation held an outstanding place in these new directives and if carried out, the new policies of the Department of Agriculture relating to recreation could go along way to solve the recreation problems of the rural population, including youth.

RECREATION FOR RURAL HOME AND COMMUNITY

Today many State Corporative Extension Services have one or more full-time recreation specialists who serve county extension services and community groups in recreation education and planning. In other states certain other staff members carry part-time responsibilities for recreation, especially in connection with 4-H youth programs.

Below are the main types of recreation work in which extension provides leadership and educational programs;

1. Group social activities in organizations and meetings--skills and values.

2. Home and family recreation--wholesome use of leisure time.

3. Community recreation counseling--analyzing situations and assistance in planning, knowing and using resources.

4. 4-H recreation--assistance in the national recreation awards program. Share-The-Fun Days and local Folk Festivals are commonly found in many counties around the country.

Since the enactment of the Food and Agriculture Act of 1962, the Extension Service has been providing certain types of extension education in recreation resource development on farms and in town-country communities such as:

1. Develop awareness, interest, and attitudes among farm operators and townspeople. Include discussion of available lands, income and employment potentials, other socio-economic consequences. Much of the educational work on this phase might be done by extensive methods, such as mass media writings, broadcasts, and talks at general meetings.

2. State preparation of leaflets on specific outdoor recreation subjects for more intensive education uses--economics of outdoor recreation resource development on farm lands; management factors to consider in adjusting the farm and home to recreation enterprises; establishing and caring for wildlife habitats; ideas for building and operating private camping grounds; helping farmers to shake hands with town hunters and fishermen; helping the farm family learn to serve the public;

working with neighbors on community recreation resource development; programming new facilities and developing complementary services.

3. More intensive educational work on one or more of above subjects such as through meetings, demonstrations, individual consultations.

4. Farm and home planning of recreation resource development--case work with individual families on facts to consider in appraisal of situations and alternatives courses of action, how-to-do's, record-keeping and evaluation, knowledge about other resources, etc.

5. Develop relations with outdoor recreation resources agencies in USDA and otherwise; serve as helpful channel of communication between them and rural people. Work jointly with various agencies on particular state and county programs, with extension providing general educational and organizational support as needed.

6. Give leadership as appropriate to coordination of developments in program on community, county and area basis.

7. Help farm and townspeople give consideration to public policy aspects of recreation resource development on farm properties--zoning, public facilities, roads, police and fire protection, taxes, cooperation with other local jurisdictions.

8. Promote and assist with development of community recreation resources for local public use or for tourism income.

The U. S. Department of Agriculture is authorized to provide technical assistance and loans to local public agencies designated by the Governor of a State or the State Legislature not to exceed $250,000 without the approval of the appropriate Congressional Committees. These loans can be used by local authorities for such purposes as forestry, soil and water conservation, flood prevention and the reorganization of farm resources, including the preservation, development and use of natural resources.

Funds may also be used for the installation of such facilities as roads, parks, water supply systems, sewage disposal, and community buildings related to land conservation and use. Loans may also be made to associations serving farmers and other rural families in small communities up to 2,500 population for "shifts in land use, including the development of recreational facilities."

Resource Conservation and Development Projects locally initiated and locally sponsored will provide a framework for stepped-up programs of conservation, development and use of all land, water and related resources within a resource area where acceleration of current conservation activities, plus the use of new authorities, will provide additional economic opportunities, including recreation enterprises, to local people. New recreational opportunities and new sources of future water supply for municipalities and industries will be created in Small Watershed Projects under amendments to

the Watershed Protection and Flood Prevention Act.

The USDA may now share with local public bodies up to one-half of the cost of land, easements and rights-of-way for reservoir or other sites or areas to be dedicated for public recreation. It may also share to the same degree in the cost of providing minimum facilities for public health and safety and for access to the new recreation areas. These facilities could include boat anchorages and launching sites, swimming beaches, public camp and picnic sites, and trails. State game, fish and park agencies are eligible as sponsoring public bodies when they assume responsibilities for operating and maintaining the public recreational facilities. So are counties, municipalities and special purpose districts.

RURAL RECREATION--A NEW FAMILY-FARM BUSINESS

In his Foreword to "Rural Recreation--A new family-farm business" issued in September 1962, Secretary Freeman said:

> "The development of rural recreation facilities on private land is now firmly established as a part of the United States Department of Agriculture's program to increase farm income and promote orderly land use adjustment in response to new forces in rural America.
>
> "Privately owned resources already provide an important part of outdoor recreation for increasing numbers of city people. While we can expect substantial expansion of public recreation areas in the years ahead, it is apparent that they cannot by themselves meet the booming national demand. Unfortunately, most publicly owned forests, parks, shorelands, and associated water areas are far removed from centers of population. Consequently, it is inevitable that a very high proportion of future outdoor recreation in this country will take place on or in association with privately owned facilities.
>
> "Much attention has been devoted in recent years to the multiple use of public lands. We now have an opportunity to extend this concept more effectively to private land. Recreation enterprises give added diversity to the farm or ranch business and combine harmoniously with major agricultural uses of land. In many places, recreation can be made the primary use of selected areas removed from unneeded crop production.
>
> "The U. S. Department of Agriculture has a real interest in the rural-urban fringes of our cities. Orderly and discriminating use of land where town meets country can help prevent growth of suburban slums and rural blight, preserve open space and develop added recreation opportunities near concentrations of population. We are hopeful that urban governments and organizations, working with their rural counterparts, will find ways to solve mutual problems in the use of land, water, and space.
>
> "The expansion of private outdoor recreation resources is also a logical and important part of rural development so badly needed in

many parts of the country. Recreation enterprises can help rural people reach such important goals as prosperous family farms, new jobs, and improved use and conservation of natural resources. They can be as much a part of rural area development as new factories and new homes."

There are many kinds of recreation enterprises adaptable to farms. Generally speaking, America's farm and ranch lands offer virtually every kind of recreation opportunity that is associated with the out of doors.

These opportunities range all the way from the simple pleasures of hiking, swimming and birdwatching to packhorse camping and full summer and winter vacations. Forms of recreation that do not require special facilities and services have customarily been taken for granted by both hosts and visitors and used without charge. But with the demand for improved and expanded facilities for recreation and the interest of landowners in increasing their income, more and more land and other farm resources are being used as commercial recreation enterprises.

Specifically the kinds of recreation enterprises now under consideration are vacation farms, picnicking and sports areas, fishing waters, camping, scenery and nature recreation areas, hunting areas and preserves, and selling or leasing recreation land or recreation use rights.

Rural recreation enterprises will not only help the local economy of an area and provide job opportunities for rural youth, but they will also help to provide the recreation opportunities which are now lacking in many rural areas.

State public agencies, including the agricultural extension services, fish and game commission, forestry agency, state health and industrial development commissions can provide assistance and advice on location, kind of business, game and fish production and conservation, and advice on management and health problems. Also there is a wide variety of local organizations that can be of assistance and support. For example, Rural Area Development Committees are authorized in all counties. Local soil conservation districts are especially important because they deal with natural resources essential to outdoor recreation development. Chambers of commerce, civic groups, planning committees, development corporations, travel bureaus, and sportsmen's clubs are other sources of help.

STATE RECREATION PROGRAMS TODAY

As stated by Edward C. Crafts, the Director of the Bureau of Outdoor Recreation: "The State Government should play the pivotal role. State Governments are more advantageously situated to deal with local governments than is the Federal Government. They also have experience in shaping programs to meet their peculiar needs and problems. The States occupy a big position--the middle level--in our system of government."

The Outdoor Recreation Resources Review Commission in its Report stated: "State recreation programs present some striking contrasts. By the end of 1961, some 20 of the Nation's 50 States had made surveys of their future

needs for outdoor recreation. New York State voters, in 1960, authorized a bond issue of $75 million to be used exclusively for the purpose of acquiring more public land--State, county, and local--for parks, beaches, and uplands. . . . In 1961, the people of New Jersey approved a similar bond issue of $60 million for 'Green Acres'; Wisconsin launched a $50 million program. Other states, including California, Massachusetts and Michigan are developing comparable programs.

"But most State park programs are in difficulty. Practically all State park agencies report trouble in securing adequate funds, even for minimum operations. Facilities at some State parks have not been substantially improved since 1940. Personnel is severely limited. Management tools, such as planning and modern accounting systems, are often lacking. Underlying all of these difficulties is the absence, in many States, of well-developed civic and political support. Inadequate attention is paid to the use of State forests, game refuges, and wildlife management areas for recreation purposes."

According to Director Craft, "there are over 3,000 State parks but they cover only 3.6 million acres or 11 percent of State land in designated recreation areas. Three-quarters of such land is administered by State forests, fish and wildlife agencies. Unfortunately, from the stand point of Federal-State relations in recreation, there is a great diversity in the manner in which recreation is administered by State governments. Some 17 States have recreation or natural resources departments which administer fish, game, parks and forests. In all other States, one or more of these basic functions which deal with recreation are found in separate and co-equal arms of the State governments. State planning or economic development departments are often involved in recreation and nearly all States have highway or public works road departments which handle recreation matters."

NEXT STEPS

The term "rural youth" does not enhance a single kind of young person with a single kind of problem or need.

The uneducated rural youth is migrating in large numbers to the city, bringing with him problems caused by lack of education, income and recreation skills. Those who remain behind also will continue to be handicapped in meeting the recreation problems of a changing environment until help arrives, together with incentive to help themselves.

On the other hand, the son or daughter of today's businessman farmer or today's rural resident who makes his living at a job in town, is neither so different nor so isolated from his city cousins. National magazines, radio, TV, travel, the lapping tide of former city dwellers--all are breaking down the old distinctions between rural and urban youth.

Yet rural youth <u>does</u> lack needed recreation. Rural areas, because of administrative difficulties, distances, and traditional habits of thought that persist long after they are outdated, have lagged in the development of satisfying leisure-time opportunities.

Therefore, provision must be made for acquiring public recreation areas and facilities. Tax funds or private benevolence must be found to provide cultural resources such as libraries, museums, theatres, and neighborhood centers. Perhaps the cooperative movement, so strong in some parts of the country, may be utilized to develop recreation programs for rural youth.

There is no simple clear-cut solution or even a generally applicable blueprint. What should be clear, however, is the vital importance of turning the Nation's attention to the recreation need of rural communities, lest these needs be overshadowed by the other equally real and pressing problems of rural America.

Since recreation is such a large and many-sided problem, it must follow that many must be involved in its solution. Thoughtful studies must be made in each locality to determine the status of rural development and the need of people in that area. We know too few specifics.

With Federal, State and county support--and with local cooperation--more pilot projects need to be developed to show what can be done with rural resources; with the leadership and joint efforts of young people themselves; and with the development of programs that include recreation as service, creativity, and as intellectual expansion, as well as simple physical activity.

From study and experimentation--plus the wider diffusion of information and the closer cooperation between educational and recreational leaders--citizens at the local level will find ways to tackle their problems.

Private enterprise--whether it be the private enterprise of the farmer who turns his unused land into a profitable campsite, the businessman who opens up a recreation center in a rural area or the enterprise of the non-profit groups and governmental units concerned with recreation--will with governmental aid and assistance find solutions to the present recreation problems of rural youth.

There is in every community--large or small, rural as well as urban--a group of leaders who, confronted with a significant community problem, will be eager to do something about it. There is also in every community a reservoir of widespread citizen concern and support for efforts to remedy undesirable situations.

In these respects, rural America is not different from big-city America. It has the basic resource--human initiative--for any community action. Without this, nothing can succeed. With it, anything is possible.